

Message Text

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R 311132Z MAR 77

FM AMEMBASSY OUAGADOUGOU

TO SECSTATE WASHDC 3595

C O N F I D E N T I A L SECTION 1 OF 4 OUAGADOUGOU 1199

STADIS//////////

FOR DEPUTY UNDER SECRETARY FOR MANAGEMENT FROM THE AMBASSADOR

E.O. 11652: GDS

TAGS: AMGT, PFOR, UV

SUBJ: PARM-ANNUAL POLICY AND RESOURCE ASSESSMENTS - PARTS II AND III

REF: (A) STATE 38356; (B) STATE 38338; (C) STATE 50086; (D) CERP 001

PART II - RESOURCE ASSESSMENTS

A. STATE

UNTIL TWO YEARS AGO EMBASSY OUAGADOUGOU WAS A MINIMALLY-STAFFED, BASIC EMBASSY SUCH AS IS FOUND IN MANY SMALL COUNTRIES, PARTICULARLY IN AFRICA, WHERE U.S. INTERESTS ARE LIMITED. ONTO THIS BASIC EMBASSY PACKAGE WAS GRAFTED A LARGE AND GROWING OFFICE OF THE AGENCY FOR INTERNATIONAL DEVELOPMENT (AID), WHICH IS ADMINISTERING THE UPPER VOLTA PORTION OF A MASSIVE AID PROGRAM TO THE SAHEL REGION OF AFRICA. SUCH A LARGE ADDITION TO THE DIPLOMATIC MISSION IS HAVING A CONSIDERABLE IMPACT ON THE STATE PORTION. AND PARTICULARLY ON THE ADMINISTRATIVE SECTION. THIS IS SO BECAUSE OF A DECISION, WHICH WE STILL STRONGLY FAVOR, TO HAVE ONE ADMINISTRATIVE OFFICE SERVING BOTH AID AND THE EMBASSY, RATHER THAN SETTING UP A SEPARATE ADMINISTRATIVE OFFICE FOR AID.

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STATE RESOURCES ARE PRESENTLY DISTRIBUTED AS FOLLOWS:

FUNCTION	AMERICAN OFFICERS	AMERICAN STAFF	FSL PROF.	FSL STAFF
EXECUTIVE	1	1	-	-
POLITICAL	1	1	1	-
ECON/COMM'L	1	-	-	-
CONSULAR	1	1	-	-
ADMIN (CORE)	2	-	5	12

ADMIN (DAS) 1 - - -
COMMUNICATIONS 1 1 - -
FUNCTIONS:

-POLITICAL: IN REALITY THE AMBASSADOR, THE DCM, AND THE ECON-COMMERCIAL OFFICER ALL SPEND SOME TIME ON THE POLITICAL FUNCTION. MUCH OF THIS IS O THE BASIC POLITICAL AND BIOGRAPHIC REPORTING COMMON TO ALL EMBASSIES AND THEREFORE NOT DESCRIBED IN MORE DETAIL HERE. NEW ELEMENTS ARE 1) INCREASED APPROACHES TO THE VOLTAN GOVERNMENT ON US-FAVORED POSITIONS IN INTERNATIONAL ORGANIZATIONS, 2) BEGINNING A MILITARY SALES PROGRAM, AND 3) MAINTAINING THE IMAGE THAT THE U.S. IS A MAJOR DONOR TO UPPER VOLTA DURING THE THREE TO FOUR YEARS THAT IT IS TAKING FOR THE US AID PROGRAM TO START SHOWING SIGNIFICANT RESULTS. CONTRIBUTING TO THE LAST ELEMENT, THE EMBASSY FSL POLITICAL ASSISTANT SPENDS VIRTUALLY FULL-TIME ON THE SELF-HELP PROGRAM, WHICH PROVIDES A MEANS TO PROVIDE ASSISTANCE QUICKLY TO SMALL, VISIBLE PROJECTS.

-ECONOMIC-COMMERCAI:) THE ECONOMIC-COMMERCIAL OFFICER DEVOTES THE BULK OF HIS TIME TO THIS AREA, AND FROM TIME TO TIME THE AMBASSADOR AND DCM SPEND TIME ON THIS FUNCTION. RECENTLY, FOR EXAMPLE, CONSIDERABLE EFFORT HAS GONE TOWARD FACILITATING AN AMERICA AIR FREIGHT COMPANY IN BEGINNING BUSINESS IN UPPER VOLTA. THE DEVELOPMENT ACTIVITIES SPARKED BY THE LARGE INTERNATIONAL AID PROGRAM FOR THE SAHEL IS INTERESTING MORE AND MORE AMERICAN COMPANIES. THE WORKLOAD IN THIS AREA HAS REACHED THE POINT WHERE HELP IS NEEDED IN THE FORM OF AN FSL ECONOMIC-COMMERCIAL ASSISTANT. MUCH OF THE ROUTINE LEG-WORK NOW BEING DONE BY CONFIDENTIAL

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THE CONOMIC-COMMERCIAL OFFICER COOULD BE DONE BY AN FSL, WHICH WOULD ALLOW THE ECONOMIC-COMMERCIAL OFFICER TO SPEND TIME ON THE WORK REQUIREMENTS THAT MUST BE DONE BY AN AMERICAN.

-CONSULAR: THE AID PROGRAM HAS CAUSED THE CONSULAR WORKLOAD TO SKY-ROCKET IN A CURIOUS WAY THAT IS NOT REFLECTED IN THE STANDARD WORKLOAD STATISTICS. IN THE YEAR SINCE THE CONSULAR OFFICER ARRIVED, THE NUMBER OF AID PERSONNEL AT POST HAS INCREASED FROM 10 TO 20, WITH CONSEQUENT INCREASE IN SERVICES REQUIRED. ON THE AVERAGE OF 30 AID-CONNECTED OFFICIAL VISITORS ARRIVE IN OUAGADOUGOU EVERY MONTH. MOST OF THEM ARE GOING ON TO OTHER COUNTRIES IN THE REGION AND A LOT OF THEM ARRIVE WITHOUT VISAS FOR THOSE COUNTRIES. AN FSL CONSULAR ASSISTANT IS NEEDED TO HANDLE THE ROUTINE PROCESSING OF THESE VISITORS. THE MORE CONVENTIONAL VISA/PASSPORT/PROTECTION CONSULAR WORK IS GROWING BUT IS STILL WITHIN THE CAPACITY OF THE CONSULAR OFFICER AND HIS SECRETARY TO HANDLE.

-ADMINISTRATIVE: THE NUMBERS OF AID PERSONNEL THAT MUST BE

SUPPORTED BY THE COMBINED EMBASSY/AID ADMINISTRATIVE OFFICE HAVE GONE FROM 10 TO 20 IN THE PAST YEAR. A YEAR FROM NOW WE EXPECT THESE TO BE ABOUT 55. BECAUSE OF THE FAAS SYSTEM AN INCREASE OF THIS MAGNITUDE PERFORCE REQUIRES AN ACROSS-THE-BOARD INCREASE IN THE ADMINISTRATIVE SECTION SUPPORTING THE OPERATION. THE POST HAS ALREADY REQUESTED AN INCREASE OF 21 POSITIONS TO HANDLE THE PRESENT LOAD. (20 OF THESE POSITIONS WOULD MERELY REGULARIZE PERSONS ALREADY WORKING IN THE ADMINISTRATIVE SECTION AS AID EMPLOYEES OR ON AID CONTRACTS). WITHIN A FEW MONTHS WE SHALL HAVE TO REQUEST ADDITIONAL POSITIONS. DETAILS OF THE REQUIRED INCREASES ARE GIVEN IN PART III.

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C O N F I D E N T I A L SECTION 2 OF 4 OUAGADOUGOU 1199

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PART II. B. OTHER AGENCIES:

1. AID

AS MENTIONED ABOVE THE NUMBERS OF AID PERSONNEL HAS GONE FROM 10 TO 20 IN THE LAST YEAR AND WILL GO TO 55 IN ONE MORE YEAR. GENERALLY, RECRUITMENT OF AID PERSONNEL HAS TENDED TO LAG SOMEWHAT BEHIND PROJECTED LEVELS OF GROWTH. A GREATER PROBLEM HOWEVER, IS THE ABILITY OF THE JOINT ADMINISTRATIVE SECTION TO SUPPORT AID. THE PROJECTED PERSONNEL INCREASES OUTLINED IN PART THREE WE THINK WILL BE ADEQUATE TO DO THE JOB. ON THE OTHER HAND, IF SIGNIFICANT INCREASES IN THE ADMINISTRATIVE SECTION ARE NOT AUTHORIZED, THERE WILL PROBABLY BE SUBSTANTIAL ORGANIZATIONAL PRESSURE FOR AID TO SET UP ITS OWN ADMINISTRATIVE OPERATION.

2. PEACE CORPS

THE PEACE CORPS WILL HAVE AN AVERAGE OF 73 VOLUNTTERS IN
FY 77, AND THIS WILL GO UP TO 99 IN FY 1978. THE FACT THAT
THESE VOLUNTTERS ARE SPREAD ACROSS A WIDE RANGE OF PROGRAMS,
REQUIRES MORE SUPERVISION BY THE STAFF. THE INCREASE IN VOL-
UNTEERS AND THE RANGE OF ACTIVITIES MEAN THAT PEACE CORPS
STAFF SHOULD BE INCREASED FROM THE PRESENT FOUR TO FIVE
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POSITIONS. ALSO PEACE CORPS, WASHINGTON SHOULD FILL ALL THE
POSITIONS: ONE OF THE PRESENT FOUR POSITIONS WAS BEEN VACANT
FOR OVER A YEAR.

3. USIS

USIS IS CURRENTLY STAFFED BY ONE AMERICAN AND A TOTAL OF
TEN VOLTANS ON PERMANENT HIRE OR CONTRACTS. HOWEVER, THE POST
HAS REPEATEDLY CONTENTED THAT THE LOAD OF ADMINISTRATION
INVOLVED IN RUNNING A CULTURAL CENTER WITH A STAFF OF TEN,
RESPONDING TO USIA AND CU REPORTING REQUIREMENTS ON A TIMELY
BASIS, AND NORMAL MISSION DUTIES CREATE A WORKLOAD WHICH LEAVES
TOO LITTLE TIME FOR THE PROGRAMMING AND CONTACT WORK WHICH
SHOULD BE PROMINENT IN USIS ACTIVITIES. FOR THAT REASON,
THE EMBASSY HAS URGED USIA TO CONSIDER AUGMENTING THE
AMERICAN STAFF WITH A SECOND OFFICER (AS EXITED UNTIL 1971)
OR AT LEAST WITH AN AMERICAN SECRETARY WHO COULD ASSUME SOME
OF THE ADMINISTRATION AND BUDGET/FISCAL DUTIES AND THEREBY
FREE THE PAO FOR PROGRAM AND CONTACT WORK.

PART III

A. REPROGRAMMING

REPROGRAMMING CANNOT SATISFY THE NEW PERSONNEL NNEDS BECAUSE
THE STATE ELEMTN OF THE MISSION IS NO SMALL.

B. INCREASES- DECREASE.

ALL OF THE NEEDED PERSONNEL INCREASES APPEARING BELOW ARE
CONSEQUENCES OF THE QUANTUM EXPANSION OF THE AID STAFF AND
PROGRAM IN UPPER VOLTA. IN THE TRUNCATED TIME OF ABOUT TWO
YEARS, WHICH THE POST IS ALREADY HALF WAY THROUGH, THE MISSION
IS MOVING FROM ONE THAT IS VERY SMALL TO ONE THAT IS MEDIUM-
SIZED IN TERMS OF AMERICAN MISSIONS AROUND THE WORLD. WE ARE
FIRMLY COMMITTED TO THE IDEA OF ONE ADMINISTRATIVE SECTION
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SERVING STATE, USIA, AND AID. TO SUPPORT THE AID COMPONENT WILL INEVITABLY REQUIRE MORE PEOPLE. REQUESTED INCREASES ARE PRESENTED HERE IN THREE TRANCHES: 1) INCREASES REQUESTED IN DECEMBER 1976: 2) INCREASES WHICH WILL BE REQUESTED IN THE THIRD QUARTER OF FY 77, AND 3) INCREASES NEEDED BY FY 79. THE ADMINISTRATIVE SECTION POSITIONS REQUESTED ARE ALL DAS.

1) DECEMBER 1976 INCREASE REQUEST. THE POST IN 12/76 REQUESTED THE FOLLOWING 21 DAS POSITIONS IN THE ADMINISTRATIVE SECTION:

1 ASST. CASHIER

1. TRAVEL SPECIALIST

1. ASST. WAREHOUSEMAN

1. ELECTRICIAN

1. APPLIANCE REPAIR SPEC.

1. MECHANIC

1. ASST. MECHANIC

1. MAIL CLERK

1. PLUMBER

3 CARPENTERS

9 DRIVERS

IN ALL OF THE ABOVE POSITIONS, WITH THE EXCEPTION OF THE ASST. CASHIER, PERSONS ARE ALREADY WORKING AS AID EMPLOYEES OR ON AID CONTRACTS. ESSENTIALLY, THEREFORE, THIS REQUEST WAS A REGULARIZATION UNDER THE NEW FAAS SYSTEM OF THE STATE-AID ADMINISTRATIVE ORGANIZATION THAT HAD BEEN BUILT UP TO COPE WITH THE AID EXPANSION.

2) 3RD QUARTER FY 77 REQUEST. TO KEEP PACE ON THE SUPPORT SIDE WITH THE AID BUILD-UP THE POST PLANS TO REQUEST ADDITIONAL DAS POSITIONS DURING THE THIRD QUARTER OF FY 77. THESE ARE OUTLINED BELOW:

US OFFICER: REGIONAL BUDGET AND FISCAL OFFICER. THE GREATLY INCREASED NUMBER OF VOUCHERS AND OTHER FINANCIAL DOCUMENTS THAT HAVE TO BE PROCESSED BY OUR INEXPERIENCED LOCAL STAFF WORKING WITHOUT TRAINED SUPERVISION HAS BECOME ALMOST UNMANAGEABLE.
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HAVING A REGIONAL CONTROLLER IN NIAMEY FOR AID FISCAL WORK AND REGIONAL BUDGET AND FISCAL OFFICE IN ABIDJAN FOR STATE FISCAL WORK COMPLICATES THE SITUATION. THINGS HAVE REACHED THE POINT WHERE THERE SHOULD BE A SEPARATE STATE REGIONAL BUDGET AND FISCAL OFFICER TO HANDLE OUAGADOUGOU AND NIAMEY, TWO POSTS THAT

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ARE LINKED BY EVERY GOOD AIR CONNECTIONS (SIX FLIGHTS A WEEK IN EACH DIRECTION). THIS OFFICER SHOULD RESIDE IN OUAGADOUGOU, WHICH IS NOW DEVOID OF B&F EXPERTISE. NIAMEY AT LEAST HAS THE AID CONTROLLER'S OFFICE IT CAN CALL ON FOR ADVICE. THIS POSITION IN OUAGADOUGOU COULD BE FILLED BY TRANSFERRING AN OFFICER FROM RBFO, ABIDJAN.

US STAFF: SECRETARY. THE ADMINISTRATIVE SECTION NEEDS AN AMERICAN SECRETARY. LOCALLY AVAILABLE FSL SECRETARIES SIMPLY DO NOT HAVE THE LEVEL OF COMPETENCE IN ENGLISH TO HANDLE THE FLOOD OF TELEGRAMS AND OTHER ENGLISH LANGUAGE PAPERS THAT POUR INTO THE ADMINISTRATIVE OFFICE EVERY DAY BECAUSE OF THE EXPANDING AID ORGANIZATION.

NURSE: THE PEACE CORPS NURSE CARES FOR THE WHOLE OFFICIAL COMMUNITY. IN THE PAST THIS HAS BEEN AN ACCEPTABLE WORKLOAD. HOWEVER, THE PEACE CORPS IS INCREASING ITS NUMBER OF VOLUNTEERS BY ONE-HALF, AND AT THE SAME TIME THE AID NUMBERS ARE GROWING. FURTHER-MORE, WE HAVE JUST LEARNED THAT ALL AID CONTRACT PERSONNEL ARE ELIGIBLE FOR TREATMENT IN THE HEALTH UNIT. IT IS BECOMING MORE THAN THE ONE NURSE CAN HANDLE. ANOTHER NURSE IS NEEDED TO SHARE THE BURDEN. A FULL-TIME POSITION SHOULD BE ESTABLISHED. IN THE INTERIM THERE IS A WIFE WHO IS A QUALIFIED NURSE AND WHO COULD
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WORK PART-TIME. THIS WOULD BE ONLY A SHORT-TERM SOLUTION. WE WILL SEEK TO FILL THE SECOND NURSE POSITION LOCALLY, BUT THIS MAY NOT ALWAYS BE POSSIBLE. AND THE TIME MAY COME WHEN A FOREIGN SERVICE NURSE MAY NEED TO BE ASSIGNED.

FSL PROFESSIONALS:

WAREHOUSE SUPERVISOR: THE MANAGING OF THE SUPPLY WAREHOUSE IS AN AREA THAT HAS BEEN IMPACTED MOST HEAVILY BY THE AID GROWTH. SO FAR WE HAVE MANAGED TO GET BY BY HAVING AN EX-PEACE CROPS VOLUNTEER UNDER CONTRACT TO AID. THIS HOWEVER IS A TEMPORARY ARRANGEMENT THAT NEEDS TO BE REGULARIZED BY HIS REPLACEMENT WITH A REGULAR FSL EMPLOYEE.

ADMINISTRATIVE ASSISTANT: SOME OF THE MORE ROUTINE COORDINATING OF EFFORTS IN THE GENERAL SERVICES OFFICE SHOULD BE DONE BY A GOOD FSL ADMINISTRATIVE ASSISTANT, THUS ENABLING THE AMERICANS TO SPEND MORE TIME ONE OVERALL MANAGEMENT AND DIRECTION OF THE GENERAL SERVICES OFFICE.

ECONOMIC-COMMERICAL ASSISTANT: AS OOUTLINED IN PARTS I AND II, THE LARGE AID PROGRAM IS STIMULATING INCREASED ACTIVITY IN THE ECONOMIC-COMMERICAL SPHERE. TO COPE WITH THIS AN FSL ECONOMIC-COMMERICAL ASSISTANT IS NEEDED.

CONSULAR ASSISTANT: SIMILARLY IN THE CONSULAR AREA, THE INCREASED AID PROGRAM IS BRINGING MORE AND MORE AMERICANS TO OUAGADOUGOU, BOTH OFFICIAL AND NON-OFFICIAL. CONSULAR INQUIRIES AND REQUESTS FOR SERVICES HAVE GREATLY INCREASED IN THE PAST. A CONSULAR ASSISTANT IS NEEDED TO FIELD THE MORE ROUTINE OF THESE REQUESTS.

FSL STAFF: 17 POSITIONS
THE JUSTIFICATION FOR THESE

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TWO ADDITIONAL STAFFING CHARTS FOR THE STATE PORTION MUST BE SHOWN

TO REFLECT ANTICIPATED INCREASES DURING FY 1977, I.E. THE INCREASE
REQUEST OF 12/76 AND THE INCREASE REQUEST TO BE MADE IN THE THIRD
QUARTER OF FY 77:

STATE STAFFING CHARTS
REFLECTING 12/76 REQUEST
AMERICAN AMERICAN FSL PROF. FSL STAFF
OFFICERS STAFF

EXECUTIVE	1	1	0	0
POLITICAL	1	1	1	0
ECON/COM'L	1	0	0	0
CONSULAR	1	1	0	0
ADMIN (CORE)	2	0	5	12
ADMIN (DAS)	2	0	0	21
COMMUNICATIONS	1	1	0	0

REFLECTING 3RD QUARTER - FY 77 REQUEST

EXECUTIVE	1	1	0	0
POLITICAL	1	1	1	0
ECON/COM'L	1	0	1	0
CONSULAR	1	1	1	0

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ADMIN (CORE)	2	0	5	H	12
ADMIN (DAS)	2	2	2		38
COMMUNICATIONS	1	1	0		0

STATE STAFFING CHART FY 79

EXECUTIVE	1	1	0	0
POLITICAL	1	1	1	0
ECON/COM'L	1	0	1	0
CONSULAR	1	1	1	0
ADMIN (CORE)	2	0	5	12
ADMIN (DAS)	3	2	2	51
COMMUNICATIONS (CORE)	1	1	0	0
COMMUNICATIONS (DAS)	0	1	0	0

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